DOCUMENT RESUME

ED 047 838 RC 005 052

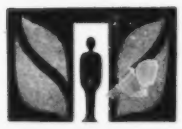
TITLE	Canadian Council on Rural Development, First Report and Review.
INSTITUTION	Canadian Council on Rural Development, Ottawa (Ontario).
PUB DATE	67
NOTE	42p.
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	Advisory Committees, *Annual Reports, Citizen Participation, Community Development, Manpower Development, *National Surveys, *Program Development, *Public Policy, Regional Planning, *Rural Development
IDENTIFIERS	*Canada

ABSTRACT

The Canadian Council on Rural Development, established in December of 1965 as an advisory body to the Minister of Forestry and Rural Development, was created (1) to provide a means for exploration of new dimensions and concepts; (2) to stimulate public discussion on basic policy issues and problems; (3) to prepare and disseminate improved information on rural development programs, policies, and problems; and (4) to create better understanding of rural-development policy and programs on the part of national organizations and to promote their greater involvement in programs and program development. During its first year, the council met 5 times to acquaint itself with the nature and scope of Agricultural and Rural Development Act (ARDA) activities, to understand and assess its members' views, and to receive and discuss reports in the field of integrated low-income rural-area development. Two completed studies commissioned by the council surveyed (1) the views and activities, as related to rural development, of the council's member organizations and (2) research programs and activities under the ARDA. Studies in progress are (1) a reconnaissance survey, assessment, and comparative analysis of ARDA programs and policies at federal and provincial levels and (2) an examination of manpower policy and programs in Canada with special reference to rural and agricultural aspects and implications. (JH)

ED047838

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.



canadian council on rural development

FIRST REPORT

AND REVIEW

canadian council on rural development
161 LAURIER AVENUE WEST • OTTAWA • CANADA

1967

005052

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY Information Canada, G. Patenaude TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE U.S. OFFICE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

©
ROGER DUHAMEL, F.R.S.C.
Queen's Printer and Controller of Stationery
Ottawa, 1967

Cat. No.: Fo 61-2/1967

The Honourable Maurice Sauvé, P.C., M.P.,
Minister of Forestry and Rural Development,
Ottawa, Ontario.

Dear Mr. Minister:

I am pleased to submit herewith the first Report and Review of the Canadian Council on Rural Development, dealing with its constitution, its activities since its inception, and the general conclusions drawn from the work accomplished to date.

Yours very truly,

David Kirk
President

December 1967

CONTENTS

	Page
FOREWORD	1
REPORT AND REVIEW	
PART I Nature of the Council	5
PART II The Position of the Council in its Constitutional Setting and in Relation to Governments	8
PART III The Work of the Council in its First Stages	10
Definition and Procedures	10
Initial Work Projects and Committee Procedures	11
Meeting of Council	12
PART IV Findings and Recommendations	14
A Search for Understanding ...	14
Recommendation	14
The Many Approaches to "Rural Development"	18
APPENDICES	
"A" - Officers of Council	21
"B" - Organization Members	23
"C" - Individual Members	25
"D" - Statute, Constitution and Mandate ..	26
"E" - Rules and Procedure	31
"F" - Meetings of Council	36
"G" - Special Rural Development Areas	37
EXPENDITURE STATEMENT	38

FOREWORD

In 1961 the Parliament of Canada passed the Agricultural Rehabilitation and Development Act, which quickly became known by its initials A.R.D.A. In fact, "ARDA" from its beginning has had the air of a national movement. Its original concept was heavily agricultural, in the sense that the initial focus of concern was the problem of relieving the plight of the low income farmer. This focus has broadened rapidly to embrace the position of all disadvantaged and low income rural people, and the title of the Act has correspondingly been changed to the "Agricultural and Rural Development Act".

The Act that established ARDA was very brief and very comprehensive in its terminology. It provided a general mandate to undertake programs of land use, soil and water conservation, research and "rural development", on a Federal-Provincial cost-sharing basis. It gave little direction on specific program and methods. But it was enthusiastically welcomed by many because it held out the hope of tackling the problems of farm and rural low income problems at their roots. Though not specifically spelled out in the Act, in idealistic terms the new message which came with the Act was where people have been left behind by the march of unplanned economic and technological change we will:

1) assist in providing for the better use of resources, natural and human, where they are now ill-used and unproductive,

2) assist in providing improved economic opportunity where this opportunity does not now exist, and

3) call upon the people concerned - who are disadvantaged and need help - to participate democratically in this effort to improve their position, out of respect for their right to determine their own lives, and out of recognition of the contribution they can make to working out solutions to their own problems.

Shortly after Parliament passed the Agricultural Rehabilitation and Development Act in 1961, a "Resources for Tomorrow" conference was held in Montreal. This was attended by 700 people, some from government, but most

of them not. Their range of experience and interests extended to just about everything that exists above and below ground, in the lakes and in the seas surrounding Canada. This diverse group focused attention on the need and mapped out general approaches to rural development. The Canada Department of Agriculture set up an ARDA office (later to become the Rural Development Branch of the Department of Forestry and Rural Development) and the provinces began to organize their ARDA administrations.

By the spring of 1962 the Federal ARDA had drafted proposals for an ARDA agreement and submitted them to the provinces. In the fall of that year, the federal and provincial governments signed the first General Agreement on Rural Development.

The aims of this agreement were to put marginal land to better use, to develop income and employment opportunities in rural areas, and to develop and conserve soil and water resources. This gave rise to a welter of studies and investigations into the human and physical resources of rural Canada.

Action projects too emerged from the first agreement, but, even more important, much was learned about problems of rural development and of the approaches required to solve them. In 1965, this experience bore fruit in the Federal-Provincial Rural Development Agreement, 1965-70. While social and economic development and conservation were still the basic ingredients, the new agreement broadened the scope of ARDA by shifting the emphasis from agriculture to the betterment of rural living standards by all available means, including agriculture. It also provided for a federal contribution of $125 million over the five years, to be matched with a similar contribution from the provinces. Significantly, in this second agreement, requirements for ensuring people's participation in rural development area planning were specifically set out.

The next development was FRED (the Fund for Rural Economic Development) which was enacted by Parliament in May 1966. This created a federal fund of $50 million (later increased to $300 million by Parliament in early 1967) for comprehensive development in areas

that are bogged down by reason of a lack of social capital, inadequate provision for education and an economy that cannot advance without considerable help. The concepts set out in this new legislation grew directly out of the ARDA experience and in fact followed closely the provisions in the 1965-70 ARDA Agreement for special rural area development. The new Act, however, provided an enlarged fund of money, a long-term basis for its expenditure and a definite framework for Federal interdepartmental and inter-agency co-ordination of action. The general FRED approach is this: after a thorough investigation of the problems and potential of the area by a federal-provincial task force, a comprehensive development plan is drawn up which calls for a planned investment by the provincial and the federal governments. The Fund is used to pay part of the cost of a wide range of development programs and the comprehensive plan calls as well for financial and technical aid from other government departments and agencies, and the participation of the people of the area in overcoming common problems.

Such are the bare bones of rural development in terms of acts and agreements and initial aspirations. There has inevitably been criticism, questioning of aims and methods, and real problems of achieving public grasp and understanding of the patterns, principles and degree of progress emerging from such a complex, various and experimental program.

Also very significant has been, in the period since ARDA was established, an increasing preoccupation in other contexts and in other administrations with the way in which government can constructively intervene to make the social and economic system work better in a world of rapid change and rising wealth. "Manpower policy", "area development policy", the "war on poverty" have all emerged as ideas and programs, confirming and supplementing the original ARDA concept and broadening its application.

The notion that, if you are going to plan and intervene in peoples' lives and in the economic and social environment in which they live, the people affected have a necessary place as participants in the process - that it is not merely a field for experts and bureau-

crats - remains a centrally important one. The role and contribution of the independent professional in the several disciplines that bear on rural development has also been a matter of concern. Nor is there yet anything like a full consensus regarding the most desirable extent of such participations, or regarding its real significance for development. As part of this picture it has accordingly been from the first a question of considerable importance what advisory, non-governmental bodies should be formed, and how they should function. At federal level, the question of what advisory institution should be established by the Federal Minister has been from the first under review by the government, and by interested organizations.

REPORT AND REVIEW

PART I

NATURE OF THE COUNCIL

The Agricultural and Rural Development Act (ARDA) states*:

> *"The Minister may, in order to carry out the purposes and provisions of this Act, establish such advisory committees as he deems necessary and appoint the members thereof".*

This is an almost routine legislative authority. In December, 1965, however, the Minister of Forestry and Rural Development utilized this authority in a most un-routine way by taking what must be considered a new, bold and challenging initiative. This initiative was to establish the Canadian Council on Rural Development, an advisory body:

1) with a high degree of independence;
2) fully in control of its own affairs;
3) with a small Secretariat exclusively responsible to the Council and with its own budget;
4) with an authority and responsibility to publish its findings and recommendations;
5) with a role in furthering and promoting widespread and informed public discussion and action in the complex and still too little understood area of subject matter known as "rural development".

The membership of the Council is in two basic parts:

(a) National and regional organizations (for listing see *APPENDIX "B"*) all of whom are concerned, in their particular organizational affairs

---

**9-10 Elizabeth II, c.30, section 6, 1 (June 23, 1961) and as amended by 14-15 Elizabeth II, c.11, section 7 (May 12, 1966).*

and interests, with the problems of rural people and the concepts of rural development in some of their aspects. The individuals who are on the Council representing these organizations are named by the organizations themselves, rather than by the Minister, thus ensuring the representative nature of and responsibility of the Council.

(b) Individuals (for listing see *APPENDIX "C"*), named to the Council by the Minister, by reason of their special professional expertise and experience in the various disciplines and fields of activity that must be brought to bear on the subject of rural development.

The Council is, therefore, of a mixed professional and representative nature. The diversity of perspectives which such a membership provides is one of the Council's important strengths. As a Council it will study, report and advise on rural development problems and policy. As the legislative authority indicates, then, the mandate and responsibility of the Council is primarily to advise the Minister of Forestry and Rural Development. But the concept of the Council is that the most effective exercise of this mandate and responsibility will be achieved if it functions in such a way that:

(a) it provides a means for the exploration of new directions and concepts;

(b) it stimulates public discussion and dialogue on basic policy issues and problems;

(c) it prepares and disseminates to the public improved information on rural development programs, policies and problems, and

(d) it creates better understanding, national organizations of rural development policy and programs, and their greater involvement in such programs, and their development.

The Council will not only, therefore, advise the Minister in the narrow sense, but will, hopefully, assist in providing a public environment for the Minister in which understanding of and thinking on rural development will be greatly stimulated and improved.

But central to its conception is the participation in it of non-governmental organizations. By virtue of their membership in the Council, all such organizations are provided an improved opportunity, and charged with a responsibility, to better inform themselves and their memberships. By this means, in their own affairs and programs, they can more strongly and constructively participate as organizations in the important business of the development and application of policies for the greater good of farm and rural people and the better development of the natural and human resources of rural areas.

APPENDIX "D" of this report contains the formal statement, developed and approved by the Council and the Minister, of the STATUTE, CONSTITUTION AND MANDATE of the Council.

PART II

THE POSITION OF THE COUNCIL IN ITS CONSTITUTIONAL SETTING AND IN RELATION TO GOVERNMENTS

As was entirely appropriate, the Council at its very first meeting devoted careful attention and discussion to the nature of this new institution in its constitutional aspects and its relation to government. This is a matter of great importance.

The Canadian Council on Rural Development is a federal institution, in the sense that it is established by the federal government, and has on it no provincial representation as such. The nature of its field of interest, however, makes it self-evident that the work of the Council will involve the study of provincial programs and require the co-operation of provincial governments, agencies and administrations, as well as federal ones.

The Council believes that its existence as an institution is not only appropriate, but very necessary. The fact that programs of rural development involve the activities of both provincial and federal governments, and the activities of many departments and agencies at all levels of government (as well as of non-governmental institutions) makes extremely critical the need for a broad and integrated perspective on rural development questions, and the need for the communication of the findings and recommendations of the Council to all parts of the public and to the institutions involved (governmental and non-governmental). At the same time, the difficulty of a variety of governmental agencies adequately performing this task of integrated analysis is particularly real in this field.

All this highlights not only the need for the Council, but the wisdom of its having a position of independence. Without such independence and a firm principle of public rather than private exercise of its advisory functions, a federal institution in this area would be in a difficult position.

Without too far anticipating later comments on the substance of rural development policy questions, it

is appropriate in this section to note that the terms of reference of the Council are, properly and necessarily, broader than the terms of reference of the ARDA Administration itself. One matter that will have to be kept under review is the desirability of looking toward the careful and adequate development of liaison and relations with organizations and agencies at provincial as well as Federal level. It is already apparent moreover that as the Council proceeds with the examination of rural development policy in its many facets and complexity, especially the institutional and administrative complexity that necessarily exists in this field, that the Council will have to include its own nature and functions, and the evolution of its own structure, in that examination.

PART III

THE WORK OF THE COUNCIL IN ITS FIRST STAGES

DEFINITION AND PROCEDURES

The broad conception of the form and nature of the Council was established by the Minister of Forestry and Rural Development. But it was inherent in this conception that the Council itself should, from its very beginnings, participate in the definition and structuring of its own terms of reference, forms of organization and principles of procedure. It would choose its own Chairman, and select its own staff and define the job specifications. In short, little or nothing was "given" beforehand. In an important sense the Council was charged with giving itself its own form, definition and meaning.

This unusually democratic and participating concept has been adhered to by the Minister with great faithfulness. The Council appreciates this and believes in the fundamental correctness and validity of the approach. It is convinced that a strong and constructive new institution of government is in process of being established. Council members are aware of the high degree of responsibility upon themselves, and the very great challenges that the implementation of such a concept involves. The Council has, its members believe, applied itself diligently to the exercise of this responsibility and has made real progress.

This challenging new concept has required very careful working out of procedures and understandings, and considerable breaking of new ground in organizational terms. Necessarily, a good deal of Council time has been occupied in its early stages with such matters.

APPENDIX "E" sets out the formal RULES OF PROCEDURE which have been adopted by the Council and *APPENDIX "F"* gives a full RECORD OF MEETINGS held by the Council. The Council has an Executive Committee which has been particularly active in these early organizational stages. Of particular significance in the RULES OF PROCEDURE are the decisions:

(a) that the Council will make its recommendations publicly;

(b) that will in general refrain from arriving at conclusions and recommendations except on the basis of documented study carried out by the Council, and

(c) that it will follow a policy of the fullest possible publication of work done by and for the Council.

INITIAL WORK PROJECTS AND COMMITTEE PROCEDURES

Nevertheless, the Council has made a real start. It has commissioned four important studies that are necessary as a basis for the continuing work of the Council, two of which are completed.

One study has surveyed in some detail the views and activities, as related to the area of rural development, of the organizations represented on the Council. This is important basic background information, for the public interested in such matters, and for the Council itself. This survey and analysis has been done under the guidance of a committee of the Council. It will shortly be published by the Council, and will be available to interested parties.

A second study, essentially a broad preliminary survey and assessment of research programs and activities under ARDA has also been commissioned and completed, under the direction of a special committee. Here again the work has been in the nature of foundation-laying for the continuing work of the Council.

The third study, soon to be completed, is essentially a reconnaissance survey, assessment and comparative analysis of ARDA programs and policies as they now exist, at federal and provincial levels. This and the fourth study are being carried on under the direction of a Committee of the Council.

The fourth study is an examination of manpower policy and programs in Canada, with special reference to rural and agricultural aspects and implications.

It has been from the first philosophy of the Council that it should aim for the widest possible involvement of Council members in the work, and for the maximum utilization of the considerable special know-

ledge and experience of members in many fields of organizational activity and in many professional disciplines. The Council is therefore following the procedure of assigning important phases of its work to the hands of Committees. These are responsible to Council for elaborating and clearly defining the requirements for effective examination of their assigned terms of reference, for arranging for necessary study and research to be done by competent personnel, and for assessing and developing policy conclusions from such study and research, for consideration of the Council. The findings and recommendations of the Council, which are reported in a later chapter of the report, are in major part based on Committee work and findings.

MEETING OF COUNCIL

The Council itself, in five meetings, has also spent a significant amount of time acquainting itself with the nature and scope of ARDA activities, probing and mutually learning to understand and assess its members' views, and receiving and discussing reports in the important field of integrated low income rural area development. Specifically, the origins and nature of the Northeastern New Brunswick project, and the very extensive social action and planning exercise undertaken and now completed by the Bureau d'Aménagement de l'Est du Québec (BAEQ) were examined at some length in the meeting of the Council held at Levis, Que. At this meeting senior personnel connected with both the New Brunswick and the BAEQ undertakings met with the Council and outlined and discussed the two plans involved, as well as the means by which these plans were developed.

Of particular interest to the Council were the concepts and procedures of social animation which went into the BAEQ program, and the quite different process through which the Northeastern New Brunswick plan had evolved.

The Council at an earlier (its second) meeting received a broad perspective on the work and philosophy of the ARDA Administration from reports from senior ARDA personnel, and discussions with them.

The Council plans to continue to utilize its meetings, in part, not merely for examination of documents and conduct of business, but to make direct contact with personnel and programs in operation across the country, and in this way get a more immediate and concrete impression of programs and policies than it might otherwise be able to obtain.

It is worth emphasizing perhaps, that the subject of "rural development" is a complex field. Views not only of specific policies and methods, but on the goals and philosophies themselves of rural development, may be sharply at variance, within and outside the Council. For this reason the Council believes that if it is to do its job, and arrive at useful concensus, it must not only study reports and draft recommendations, but must as a group attempt to include in its activities opportunities for intimate and immediate contacts and experience with rural problems, people and programs.

PART IV

FINDINGS AND RECOMMENDATIONS

A SEARCH FOR UNDERSTANDING

It would, in the opinion of the Council, be presumptuous and more disruptive than constructive, for it to attempt, in view of the brief time so far available to it for study, and on the basis of the relatively limited amount of investigation and analysis so far conducted, to attempt to arrive at definitive conclusions and policy recommendations. The fundamental directions of policy are too unclear and too numerous, the social and economic goals and concepts involved too varied and often too undefined, the administrative and institutional problems too complex.

If the Council is to make a contribution its role must be a constructive and forward looking and integrating one. Policies and recommendations which direct attention to program and administrative details, unrelated to well-formulated concepts and goals, are unlikely to be more than marginally helpful at best. The Council's purpose is not merely to criticise, or to lay down dogmatic conclusions. It is to participate in the development of better policies and programs. For this purpose its thinking must be broad, and conceptually clear and constructive. It is this improved perspective, improved advance identification of basic trends and needs, and improved clarity of purpose that are most needed.

RECOMMENDATION

Even at this early stage in its study, nevertheless, the Council has been forcibly struck with the need to emphasize a number of basic principles and considerations that should shape and guide rural development programs and policy:

1. From its very inception, two fundamental concerns have motivated ARDA. One is to improve the disadvantaged income and living conditions of low income rural people. The second is to improve the effectiveness of the use of our natural and human resources. The starting point

for the first concern is a preoccupation for the immediate welfare of certain groups and individuals within our society. The starting point for the second is concern for the realization of the development potential of our society in both economic and social terms.

It is already quite clear to the Council that while there is no profound or necessary conflict between these goals, there are grave dangers inherent in not clearly identifying and distinguishing between them. Development of programs which are shaped and motivated by the welfare objective, to the neglect of sound developmental concepts, can lead to failure to adequately achieve either objective. The sorting out of this question will be early and continuing preoccupation of the Council.

The Council would wish to emphasize also that there is an urgent need for all agencies concerned, Federal and Provincial, to now undertake examinations of programs, plans and policies especially from the point of view of avoiding these dangers. In 1970, ARDA will be entering into a new, perhaps longer-term, agreement with the provinces - an agreement which will have a profound impact on the course of development activity over the next decade. It is of great importance that to the maximum extent possible the requirements for such an agreement be thought out in the light of the most far sighted concepts possible of the meaning, purposes and methods of rural and regional development.

2. In practice the first years of ARDA were marked by a concentration on physical resource development projects and research. Since 1964, however, there has been a clear shift in emphasis to the betterment of rural living standards. The main method by which this is to be accomplished is through comprehensive regional or area planning providing for development programs and actions extending over a considerable period of time (e.g. 10 years). A new Act, the Fund for Rural Economic Development Act, provides the mechanism and part of the substantial amount of money required to carry

out this development program. It is characteristic of such plans that they concentrate existing programs of all levels of government on an area within the focus of an overall development strategy. In some cases special arrangements can be made to adapt ongoing programs so that they can meet the needs recognized in the strategy. Where such adaptation is not possible the Fund for Rural Economic Development may be used to pay a part of the cost of special programs. Such integrated planning and activity has introduced new techniques of inter-governmental and inter-agency co-operation.

When an Agreement is signed between Canada and a province the area it defines becomes known as a Special Rural Development Area. There are now three such areas. In addition, there are several more areas under intensive study. (For listings see *APPENDIX "G"*).

The Council is basically convinced that the regional planning approach to rural development is a sound one, permitting as it does an integration and co-ordination of action on all fronts in tackling problems, and a long-term planning context in which they may be worked out.

Yet it appears to the Council that the dynamics of the growth of our modern economy are making urgent the need that our concepts of the region, and of the potential and nature of regional planning be broadened and continuously re-examined and refined. There are many vital questions that remain wholly or partially unanswered.

For example, it seems likely that the regional planning approach should be thought of as being generally applicable guiding development in all rural areas, and not merely in particularly disadvantaged regions. Recognizing that there are questions of priorities involved here, nevertheless the sooner a more comprehensive framework of goals and concepts for development is constructed, the better.

Also a matter of some concern is the need for broadening and refining our concepts of regional

goals, and growing out of such goals, our concepts of the region itself, so that they may be the most valid possible, and the most suited to constructive developmental planning. Concepts of urban development and of rural development must almost certainly be combined into an integrated concept of the region.

Finally, in this connection, regional development must be conceived and treated as a continuing process, into which must be built means of carrying on and utilizing processes of evaluation and new research. The Council is convinced that adequate research is an essential adjunct to development, and indeed that the research function must be a part of any developmental process.

It will be the aim of the Council, as it proceeds with its work, to place considerable emphasis on these matters, and to document its thinking, related in concrete terms of the situations and problems Canadians are facing, and to the values and goals to which they wish to be committed, nationally and regionally.

3. The Council is deeply impressed by the rightness and necessity of commitment to the proposition that planning and development should be a process in which the participation of the people concerned in the planning process is effectively achieved. This concept of the use of new forms of non-governmental participation in planning, development and indeed welfare programs is at the heart of the "community development" concept, and in the opinion of the Council altogether sound. Much study of and clarification of this concept is needed, and this will be leading concern of the Council.

   The Council recognizes that it, itself, represents at a particular level one aspect of the application of this participation principle. It will, therefore, be necessary for the Council to devise effective processes of communication and participation with the public, with its member organizations, and with ARDA. Though the exact techniques and processes by which this "participating" role can best be achieved

are far from fully developed in the thinking of the Council, it is clear at least that the Council must be outgoing and involving, rather than private and separate, in its activities (as for example in its programs of public information; its processes of consultation with non-governmental groups and agencies; its working relationships with governments and administration).

4. The Council wishes particularly to emphasize a point which while it may seem self-evident can often be neglected. This is, that if one is speaking of the economic and social well-being of the individual in our society that the adequacy of policies of education and training are central to the achievement of real and lasting success. The fields of education and manpower policy will therefore be important ones for continuing Council study.

THE MANY APPROACHES TO "RURAL DEVELOPMENT"

The Council plans to make the subject of its 1968 annual report an examination of the question "What is Rural Development?". One thing that has clearly emerged from the Council's deliberations is that no discussion in this field proceeds very far before significant difficulties and differences of goals, conceptual framework of thinking, value judgements, theoretical economic assumptions, political predispositions and sheer semantic misunderstandings arise.

Consider merely the following partial listing of concepts and terms which emerge in any discussion: "rural development"; "development oriented programs"; "welfare oriented programs"; "war on poverty"; "social participation"; "community development"; "environmental technology"; "national goals"; "regional goals"; "cost benefit analysis"; "program evaluation"; "way of life"; "value system"; "rural region"; "rural-urban region"; "social immobility"; "culture of poverty"; "optimum resource use"; "balanced regional development"; "conservation"; "planning"; "economic adjustment"; "social adjustment"; "economic rationalization"; "agricultural adjustment"; "growth centred regions"; "administrative co-ordination"; "manpower policy"; "programmed research".

None of these terms and phrases is meaningless, or useless. No degree of generality can be obtained in any discussion of rural development problems without their use. But it is clear that the individual assumptions, judgements, biases and aspirations that for the user of them they may reflect can vary widely.

There is no doubt whatever that there are differences in values, and in political, economic and social goals. It is very important that the existence of differences in values and in political, economic and social goals be recognized, since the task of policy-making is to recognize this and to reach a practical and constructive reconciliation.

There is a constant problem also of adequately and meaningfully relating conceptual goals, principles and theories to concrete programs, concrete problems, and concrete courses of action. This must be done to give direction and coherence to rural development programs. In concrete terms, ARDA programs consist of such things as soil improvement works; community pastures; water control and conservation works; industrial parks; vocational training; provision of housing; use of consultative and co-ordinating committees of various kinds at all levels; research into technological methods; research into markets; sociological research; establishment of parks for conservation and recreation; planting of forests; encouragement and/or subsidization of business enterprises; building of roads, dams and bridges; tile draining of farms; holding of leadership training courses; compilation of inventories of resources; purchase of farmland and consolidation of farm holdings; provision of farm credit; payment of grants for re-establishment and resettlement; stepped up and new educational programs, and so on. The selection, application, co-ordination, setting of priorities, and determination of the scale of such programs is of course the crucial test. It is clear that the opportunities for constructive effort, and equally for misapplication of money and effort, are very great.

All this is why the Council feels strongly that it can make a contribution by bringing a better perspective to what is being done, and an increased degree

of precision and clarity in answer to the question "What is Rural Development?". Hopefully, also, it will be able to achieve a consensus on how the nation should proceed to do the job better.

The Council, in concluding this, its first brief report on its activities, wishes to affirm its conviction of the basic soundness of the conception on which it has been founded and its encouragement at the progress that has been made in laying a firm foundation on which to proceed with its work.

APPENDICES

APPENDIX A

OFFICERS OF COUNCIL

(for the term of office starting December 16, 1965 and ending March 31, 1967)

CHAIRMAN:	Dean N.R. Richards
EXECUTIVE COMMITTEE:	Mr. W.B. Baker (until December 1, 1966)
	Dr. Gérald Fortin
	Mr. David Kirk
	Rev. J.N. MacNeil
	Dr. Pierre-Yves Pépin

SECRETARIAT

ACTING EXECUTIVE DIRECTOR:	Mr. Roger August
ASSISTANT EXECUTIVE DIRECTOR:	Mr. Roger St-Louis (starting September 6, 1966)

CANADIAN COUNCIL ON RURAL DEVELOPMENT

OFFICERS OF COUNCIL

(for the term of office starting April 1, 1967)

CHAIRMAN:	Mr. David Kirk
EXECUTIVE COMMITTEE:	Mrs. W.H. Clark
	Dr. Gérald Fortin
	Rev. J.N. MacNeil
	Dr. Pierre-Yves Pépin
	Dean N.R. Richards

SECRETARIAT

EXECUTIVE DIRECTOR:	Dr. Gaétan Daoust (starting October 13, 1967)
ASSISTANT EXECUTIVE DIRECTOR:	Mr. Roger St-Louis
SECRETARY:	Miss Diane Hébert

APPENDIX B

ORGANIZATION MEMBERS

Atlantic Provinces Economic Council
Le Conseil Economique des Provinces de l'Atlantique
PARKS, Mr. Arthur C. (Director of Research)

Conseil d'Orientation Economique du Bas St-Laurent
BELZILE, M. Charles-Eugène (Directeur)

La Fédération des Caisses Populaires Desjardins
CHARRON, M. Paul-Emile (Directeur Général Adjoint)

Federated Women's Institutes of Canada
COATES, Mrs. Wells (Convener of Agriculture)

Institut Canadien d'Education des Adultes
DORAIS, Dr. Léo (Membre)

Confédération des syndicats Nationaux
Confederation of National Trade Unions
LEGARE, M.F.X. (Directeur Régional)

Canadian Forestry Association
RAYNAULD, M. Robert R. (Président)

Canadian Chamber of Commerce
SMALL, Mr. R. Lawrence (Member)

L'Union Catholique des Cultivateurs
SOREL, M. Lionel (Président Général)

National Council of Women of Canada
ABELL, Dr. Helen C. (Member)

Agricultural Economics Research Council of Canada
Le Conseil de la Recherche en Economie Agricole du Canada
ANDERSON, Dr. Walton (Director of Research)

Canadian Welfare Council
Le Conseil Canadien du Bien-Etre
PORTAL-FOSTER, Dr. C.W. (Director of Research)

CANADIAN COUNCIL ON RURAL DEVELOPMENT

The Conservation Council of Ontario
BERRY, Dr. A.E. (President)

Indian-Eskimo Association
CLARK, Mrs. W.H. (Past President)

Canadian Labour Congress
Congrès du Travail du Canada
FRYER, Mr. John L. (Director of Research)

Fisheries Council of Canada
O'BRIEN, Mr. C. Gordon (Manager)

National and Provincial Parks Association
WADE, Mr. F.A. (President)

The Co-operative Union of Canada
SIEMENS, Mr. R.W. (Director)

National Farmers' Union
ATKINSON, Mr. Roy (President)

Canadian Association for Adult Education
BAKER, Dr. Harold R. (Member)

The Canadian Federation of Agriculture
BENTLEY, Mr. J.M. (President)

Canadian Wildlife Federation
La Fédération Canadienne de la Faune
CUMMINGS, Mr. Gordon J. (President)

Western Canada Reclamation Association
CARTER, Mr. T.R. (Manager of South East Kelowna Irrigation District)

(to March 31, 1967)

APPENDIX C

INDIVIDUAL MEMBERS

GRAHAM, Dr. John F.
(Head, Dept. of Economics and Sociology)
Dalhousie University

MacNEIL, Rev. J.N. (Director, Extension Department)
St. Francis Xavier University

FORTIN, Dr. Gérald
(Directeur du Département de Sociologie)
Université Laval

PEPIN, Dr. Pierre-Yves
(Professeur à 1'Institut d'Urbanisme)
Université de Montréal

KIRK, Mr. David (Executive Secretary)
The Canadian Federation of Agriculture

RICHARDS, Dr. N.R.
(Dean of Ontario Agricultural College)
University of Guelph

RUTHERFORD, Brig. T.J. (Past Chairman)
Farm Credit Corporation

VAN VLIET, Dr. H.
(Professor at Dept. of Agricultural Economics)
University of Saskatchewan

(to March 31, 1967)

APPENDIX D

STATUTE, CONSTITUTION AND MANDATE

Council:

There shall be a national advisory council on rural development which shall advise the Rural Development Administration and the Minister of Forestry for Canada on rural development questions, and which shall be called alternately The Canadian Council on Rural Development or Le Conseil Canadien de 1'Aménagement Rural.

Membership:

This Council shall consist of not less than 25 persons or more than 40 persons.

Distribution:

There shall be no formal provincial representation on the Council but normally, Council should have members from all Provinces in Canada.

Composition of Council:

Associations and organizations in Canada interested in rural development, and to be designated by the Minister of Forestry, shall each be invited to name one member to the Council. Persons so named shall constitute no less than half of the Council at any time. Each organization or association may review its representation on Council annually and report to the Minister its appointment to Council for the coming year. The remainder of the members shall be named by the Minister.

Term of Office:

The Minister shall invite associations and organizations to participate in the Council for an initial period of three years. Individual members named by the Minister shall be named for an initial period of two years. No member of the Council shall be excluded from reappointment.

Chairman:

A Chairman shall be appointed from the membership by a majority vote of Council. The Chairman shall hold office for two years and may be elected for more than one term.

Executive:

There shall be an Executive Committee consisting of five members of Council appointed from the membership for a period of two years.

Membership Exclusion:

No member of the Council shall have an employee relationship with the Government of Canada or with the Government of any Province of Canada.

Associations and Organizations:

The Council shall look to association representatives to keep the Council informed of the views and concerns of their organizations, on rural development problems as those organizations see them, in light of the Council's continuing work and findings.

Function and Purpose:

The general role of the Council will be to advise the Minister on the scope, direction and implementation of Canada's rural development program and policy. Within this general framework the Council would fulfill several important functions, chief among which would be:

(1) To consider specific questions referred to it by the Minister.

(2) To provide a forum for the expression of views, comments and suggestions by national organizations with a direct and active interest in rural development, and to provide a vehicle for the orderly transmission of these views to the Minister.

(3) To facilitate consultation between the Minister and leading experts in the various disciplines connected with rural development by providing a permanent structure, for such consultation.

(4) To ensure continuity and coherence in Canada's long-term rural development policy.

(5) To facilitate public understanding — particularly academic and organizational — of Canada's rural development program.

Reference to Council:

The Minister may refer to the Council for its consideration and advice such questions relating to the operation of the Rural Development program or such other questions as he desires. The Council shall, following such reference, estimate when it will complete its investigation and forward a reply.

Initiation of Examinations by Council:

In addition to investigating and reporting upon all matters referred to it by the Minister the Council may investigate such other matters relating to rural development as may be decided by a majority vote of the Council.

Quorum:

A quorum shall consist of half of the membership of the Council, plus one.

Procedure:

The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

Staff:

The Minister may provide the Council, from the public service of Canada, with such technical professional, secretarial and other assistance as the Council may require.

Information:

The Minister shall make available to the Council such information as the Council reasonably requires for the proper discharge of its functions.

Travelling Expenses and Per Diem Allowances:

Members shall serve without remuneration, but each member is entitled to be paid his normal travelling expenses incurred, with the approval of the Minister, in connection with the work of the Council and may, with the approval of the Minister, be paid an honorarium of fifty dollars for each day he is necessarily absent from his home in connection with such work.

Meetings:

The Council shall meet at the call of the Chairman, which may be in response to a request from the Minister. The Council shall meet at least twice a year.

Minister Advised:

The Minister shall be advised of all meetings of the Council and all committee meetings of the Council and shall receive all reports and proceedings of such meetings.

Minister May Attend:

Minister and/or his designated representatives may attend meetings of the Council and committee meetings of the Council.

Observers:

The Chairman may invite observers to Council meetings and shall consult with the Minister as appropriate.

Studies and Other Investments:

(1) Council may, at its own discretion, undertake studies which shall be financed from the budget of Council as established annually;

(2) Council may ask the ARDA Administration to finance and carry out studies on its behalf in co-operation with Council; and

(3) Council may recommend that the ARDA Administration finance and carry out studies,

but, in the case of (2) or (3), should the Minister

not approve a request for a study, he shall outline the reasons for such rejection in a letter to the Chairman of the Council.

Publication of Findings and Views:

The Council shall be free to publish its views, and reports and the results of any studies in which it has participated or which it has had prepared on its account after these have been presented to the Minister. The Council shall prepare and publish an annual report.

Council Year:

A year in these Terms of Reference shall mean twelve months beginning April 1 and ending March 31.

Adopted by The Canadian Council on Rural Development in Ottawa at its meeting April 14, 1966.

Approved and signed by:

Maurice Sauvé,
Minister of Forestry.

Signed by:

N.R. Richards,
Chairman of the Canadian Council on Rural Development

APPENDIX E

RULES AND PROCEDURE

Recommendations:

Council will make recommendations only on the basis of work considered by Council.

Publications:

Council will publish all findings and recommendations as well as the supporting material upon which the findings and recommendations are based.

All contracts let by Council shall reserve for Council all rights of publications.

Public Statements:

The Chairman, in consultation with the Executive, may make official statement in public but, in general the media of communication will be official publications or reports.

Contracts Awarded by the Council:

No member of Council should be under contract to Council nor should assume a major share of any Council study.

Association with a university or other institution under contract with Council does not automatically disqualify anyone from sitting on Council. The Chairman must judge whether the relationships arising from the contract will constitute a conflict of interest.

Council members can accept fees and expenses from a Council contractor providing these fees do not constitute a major share of the contract cost.

Members of Committees:

Members of committees established by Council shall be appointed by the Chairman on the advice of the Executive Committee.

Membership of such committees shall consist only of members of Council, but this will not in any way restrict the use of advisors who are not members of Council.

Each year, the Chairman, on the advice of the Executive Committee, has the privilege of reviewing the nominations of members sitting on committees established by Council.

Attendance:

Council expects regular attendance by delegates of member organizations and individual members but recognize that absence will occur. Too frequent or consistent absenteeism on the part of a delegate or an individual member would, however, denote a lack of seriousness toward the deliberations of Council.

In the case where a delegate or an individual member is frequently or consistently absent from Council meetings the Executive Committee may report the case to the Honourable Minister of Forestry and Rural Development.

Alternates:

A) Members representing organizations.

Since:

i) it would be preferable to have only one official representative for each of the the organizations that are members of Council in order to ensure continuity of participation,

ii) it is not always possible in practice to meet this requirement,

iii) the most important thing is to make sure that organizations take part in the discussions and activities of Council

each organization may name one representative who may sit on Council as an alternative for the official representative already appointed.

The attendance of an alternative will be considered by Council as an exceptional measure, which, too often repeated, would denote, on the part of an organization, a lack of seriousness toward the deliberations of Council.

In the case of too frequent use of this practice by one or several organizations, the Executive Committee may report the case to the Honourable Minister of Forestry and Rural Development.

B) Individual members:

Since the criteria taken into consideration in the selection of people appointed as individual members are more closely related to the individual himself, under no circumstances could individual members of the Council be replaced by a substitute.

C) Members of Executive and Projects Committees.

Since:

i) the specific nature of the tasks of the Executive and ad hoc or standing committees,

ii) the relatively restricted number of members sitting of Executive and ad hoc or standing committees,

iii) a continuity in the participation of members of Executive and ad hoc or standing committees,

under no circumstances should members of these committees, be replaced by alternates.

Elections to Chairmanship and Executive Committee:

A) Nominations.

A form will be sent to each Council member indicating that he may nominate one person for Chairman and five others for positions on the Executive Committee.

B) Candidacy.

The Executive Director will contact each member who has been nominated to determine whether the member will stand for election, as nominated, to be Chairman or for member of the Executive Committee.

C) Election.

The election for Chairman will be held first.

i) Election to Chairmanship.

Ballots on which will appear the names of candidates for the Chairmanship will be distributed to members. Each member will vote for a candidate by marking an "X" in

one block on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The candidate receiving the most votes will be declared elected.

In case of a tie election, the Executive Director will name those who have tied and another election will be held to decide among them. The process will be continued until the tie is broken and a candidate declared elected.

When the Chairman has been elected, all other candidates who have been proposed for the Chairmanship will automatically become candidates for the election of Executive Committee.

ii) Election to Executive Committee.

The name of the elected candidate for Chairman will then be removed from the ballot for Executive Committee.

Ballots, on which will appear the names of candidates for membership on the Executive Committee will be distributed to members. Each member will vote for five candidates by marking an "X" in five blocks on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as return-officers. The five candidates receiving the most votes will be declared elected.

In the case of a tie election for the last position on the Executive Committee, the Executive Director will name candidates who have tied and another election will be held to decide among them. The process will be continued until the tie is broken and a candidate declared elected.

Duties of the Executive Director:

The Executive Director shall carry out the duties outlined for him in the "Statement of Duties" for

his position and he shall be responsible for the management of the Secretariat.

In respect of the relationship between Council and the Rural Development Branch of the Department of Forestry and Rural Development, the Executive Director shall particularly keep informed on policy problems, principles and alternatives under discussion by that Branch. He may at his discretion, attend all discussions on policy matters to which he is invited by the Branch, provided such participation in no way implies commitment by Council to any policy or program. He shall inform Council of the nature of these problems, principles and alternatives as they evolve, and recommendations respecting future programs of work.

CANADIAN COUNCIL ON RURAL DEVELOPMENT

APPENDIX F

MEETINGS OF COUNCIL

1st meeting - Ottawa, Ont., December 15 and 16, 1965

2nd meeting - Ottawa, Ont., April 14 and 15, 1966

3rd meeting - Lévis, Qué., September 28 and 29, 1966

4th meeting - Toronto, Ont., April 12 and 13, 1967

5th meeting - Victoria, B.C., June 14 and 15, 1967

APPENDIX G

SPECIAL RURAL DEVELOPMENT AREAS

Name	Date of Agreement
Northeast New Brunswick	September 20, 1966
Mactaquac (New Brunswick)	September 20, 1966
Interlake (Manitoba)	May 16, 1967

AREAS UNDER STUDY:

Newfoundland
Prince Edward Island
Northern Counties of Nova Scotia
Lower St-Laurent - Gaspé - Îles-de-la-Madeleine (Québec)

EXPENDITURE STATEMENT

December 15, 1965 to March 31, 1967

	COUNCIL	EXECUTIVE	COMMITTEE "A"	COMMITTEE "B"	COMMITTEE "C"	TOTAL
	$	$	$	$	$	$
Travelling expenses, honoraria, meeting rooms rental	18,935.46	4,041.24	3,931.42	679.59	1,371.97	28,959.68
Rental of translation equipment - interpreters and related expenses	1,558.70	-	-	-	-	1,558.70
Contract fees	7,358.19	-	4,505.09	8,551.72	17,500.00	37,915.00
Translations	2,319.90	1,150.00	496.00	500.62	1,225.00	5,691.52
Printing	400.45	110.00	30.50	78.50	200.00	819.45
Miscellaneous	15.29	-	94.67	9.05	-	119.01
TOTAL	30,587.99	5,301.24	9,057.68	9,819.48	20,296.97	75,063.36